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ABSTRACT

Based on the issues related to the 1975 desegregation court order issued to the Boston (Massachusetts) Public Schools, the author discusses and describes the following three components of Boston's Unified Plan for occupational and vocational education: (1) the implementation of core programs in the eight community districts that together comprise the Boston School System, (2) magnet programs operated on a citywide basis, and (3) the Occupational Resource Center, which will be designed according to a clustering system intended to facilitate the delivery of instruction for occupations that require similar training. Appended are the author's answers to ten questions relating to the implementation of the plan (e.g., What is being done in conjunction with universities? Are quotas established for enrollment in vocational programs? and What is the nature of the bilingual program and how is bilingual defined?) (SH)

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Occasional Paper No. 30

DESEGREGATION AND ITS IMPLICATIONS FOR VOCATIONAL AND CAREER EDUCATION R & D

by

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THE CENTER MISSION STATEMENT

The Center for Vocational Education's mission is to increase the ability of diverse agencies, institutions, and organizations to solve educational problems relating to individual career planning, preparation, and progression. The Center fulfills its mission by:

- Generating knowledge through research
- Developing educational programs and products
- Evaluating individual program needs and outcomes
- Installing educational programs and products
- Operating information systems and services
- Conducting leadership development and training programs

PREFACE

The Center and The Ohio State University welcomed a presentation by Bertran Wallace, Associate Superintendent for Occupational Education, Boston Public Schools, entitled "Desegregation and Its Implications for Vocational and Career Education R & D" based on the desegregation court order issued to Boston Public Schools. He further depicts the core programs in which vocational and career education are to be common within all community districts, the magnet school programs, the Occupational Resource Center, and several other features discussed in detail.

Born in Texas, Mr. Wallace graduated from high school in Kansas City, Missouri. After working in industry as a printer in 1936, he enrolled at Lincoln University, Jefferson City, Missouri where he received his baccalaureate degree. He obtained his master's degree in vocational education from Columbia University, New York City. Since that time Mr. Wallace has completed further studies at City College of New York.

Mr. Wallace began his professional career as a teacher in New York City school system and taught printing and press work for eight years. He later served as an adjunct professor in teacher training for eight years at New York University. From 1966 to 1976 Mr. Wallace served as Director of Occupational and Continuing Education in Yonkers, N.Y.

Mr. Wallace presently is serving on numerous committees and holds membership in several professional organizations. His publications are in the areas of curriculum development and individualized instruction.

On behalf of The Ohio State University and The Center for Vocational Education, we take pleasure in sharing with you Mr. Bertran Wallace's presentation, "Desegregation and Its Implications for Vocational and Career Education R & D."

Robert E. Taylor
Executive Director
The Center for Vocational Education

DESEGREGATION AND ITS IMPLICATIONS FOR VOCATIONAL AND CAREER EDUCATION R & D

I've been in Boston as the Associate Superintendent for Occupational Education for three months. Much of what I say to you today is based on my perceptions of what it means to move out of a city like Yonkers, New York, and into Boston, where an educational system is forced to bring about equal educational opportunity for children and youth of all races.

In June 1975 the United States District Court ordered the Boston School System to desegregate its schools. The court order also mandated a number of program changes in the areas of career and occupational education.

Before I discuss these changes, I want to share with you my personal feeling about what the court order means. It means that all of us in education should start looking at ourselves and evaluate where we are. We need to look at our value systems and become accountable for our behavior. I am reminded of the social psychologist Erik Erikson who distinguished between the "given" and the "given-off." The given is what we say, do, and write. The given-off is what we say inadvertently to other people through our body language and attitudes. We must not only become aware of what we are giving; we also must look deeply within ourselves to become aware of what we are giving off on the social issue of desegregation.

The Unified Plan

In its June 1975 *Memorandum of Decision and Remedial Orders*, the United States District Court specified that:

> The city and state defendants shall fulfill their responsibilities under state law to make occupational and vocational education (in the city of Boston) the equal in quality of programs now extant elsewhere throughout the state. In order to accomplish this goal, the city and state defendants shall prepare a single, unified plan which shall be filed with the court no later than September 8, 1975. The plan shall include:
>
> (a) detailed program and facility plans for an Occupational Resource Center designed for citywide use;
>
> (b) provision of access to desegregated occupational and vocational education for every high school student in the system;
>
> (c) provision for bilingual and special needs instruction in selected portions of the overall program;
>
> (d) plans to phase out outdated programs and to introduce new, updated programs appropriate to changes in the state's occupational mix.

The Unified Plan for Occupational and Vocational Education in the City of Boston, which resulted from the court order, called for the implementation of core programs in the eight community districts that together comprise the Boston school system. The Unified Plan also called for the implementation of magnet programs operated on a citywide basis. The core and magnet programs have changed completely the nature and organization of occupational education in the city of Boston. Before I describe these programs to you, let me share two observations.

First, as I stand in this room at Ohio State University, I can use the terms "occupational education" and "vocational education" interchangeably. In Boston and other parts of Massachusetts, however, occupational education is the term used in recent years to emphasize that all vocational education programs should be preparing people for job entry. It's a question of semantics, but the term "occupational education" represents the thrust toward occupational relevancy in vocational education.

Second, try to imagine an urban school system made up of eight community districts, each with its own superintendent and central office staff. Clearly these districts have never been completely autonomous, but prior to the court order they were running their own programs in a manner tailored to suit the local community. There was no effective centralized management system for occupatonal education and no concept of a truly citywide program. Also try to imagine what it is like to live in one of these communities. Most of them are totally isolated from the larger city. If a person grows up in South Boston or East Boston or Dorchester, that's where his or her allegiance is. For all practical purposes, that person is a citizen of one of those communities and not of the city of Boston.

As you can see from my description of the court order, it was designed to have a major impact on occupational education. As I describe the programs which have resulted from the plan, try to bear in mind how the communities within Boston might be responding to those programs.

Impact of the Unified Plan on Occupational Education

Now I want to discuss with you the core programs which are to be common to all community districts, the magnet school programs, and the Occupational Resource Center.

Each community district is mandated to have an exploratory clusters program in grades six to eight of the middle school and grade nine of the high school. All students must be exposed to career exploration in three clusters: industry related, foods-home-services-health related, and business-distribution-government related. In grades ten to twelve, students are to have the option to continue with career exploration and to gain employability skills through business-office education, foods-home-services-health education, and distributive marketing education.

Each community district also will offer one or more magnet programs for purposes of occupational skill development. These programs are designed to attract students from all parts of the city.

Finally, there is to be a central Occupational Resource Center which will attract between three and five thousand students on a half- or full-day basis from all parts of the city.

In addition to these major components of The Unified Plan, there are several other features that you should understand. Each high school is paired with a university so that the institution of higher learning can provide resources to the school. Each high school has a partnership with a business or industry in the community for the same purpose. Also, most high schools are implementing a flexible

campus program to provide the students with work experience options and to tailor the school day to meet individual needs. These three efforts, after more than a year, are still in the embryonic stage and their ultimate benefits are still to be determined.

The court order also mandated involvement of the community in the schools. A Citywide Coordinating Committee (CCC) is charged with responsibility for monitoring the progress of desegregation. For each of the community districts there is a Community District Advisory Committee (CDAC) which monitors progress in the district and carrries out its own agenda. For each school, there is a Racial Ethnics Parents Committee (REPC), sometimes called the biracial committee, which is involved with the school. There are a number of other groups as well. These groups have some community representatives appointed by the court and some elected by the constituencies of the school or district. Some groups are very active and some are passive. The Boston School System, however, must be responsive to each in dealing with demands that they make.

The core program, as I said before, mandates career exploration in grades six to nine. Given the mandate, we started to implement career education in those grades before beginning a systematic effort at the elementary level. In grades six to eight, a program was initiated last summer. We are trying to develop leadership teams in the middle schools that will be able to help other staff members in the schools implement career education. Goals have been developed by the Office of the Associate Superintendent to aid in implementing career education in all middle schools. I might say that the Career Exploratory Middle School Program is excellent.

In grade nine, through the involvement of The Center for Vocational Education and the excellent work it has done with the Alliance for Career Education, we have been able to field test this year a very systematic and highly refined program of career exploration and planning in half of the high schools. This program is both product and process oriented—product oriented in that teachers receive materials to use in the classroom, and process oriented in that the teachers learn how to use the materials and adapt them to their classroom situations if necessary. We hope that Ohio State will provide this program to the other high schools next year and also help us with our elective program for grades ten to twelve.

While it might have been more logical to begin the career education movement at the elementary level, we did not for the reason I mentioned before—namely that the first mandate is for grades six to nine. We are now, however, preparing guidelines whereby career education can be infused into the existing subject areas of the elementary curriculum. The major elements we will address are career awareness, self-awareness, economic awareness, and educational awareness. This program must lead into what is offered in the middle schools, which in turn must be articulated with the high school programs.

At this point, the major feature of occupational education in grades ten to twelve is the magnet programs located in the different high schools. We call these "cooperative industrial programs" and they exist in nine of the comprehensive high schools and in one vocational school. While the names of the schools may not be relevant to you, I do want to tell you what each school offers so that you can understand the directions in which we have to move in the future.

The magnet programs in the nine comprehensive schools are as follows: (1) East Boston, machine trades; (2) Hyde Park, machine trades; (3) West Roxbury, agriculture, animal science, conservation, and horticulture; (4) Brighton, auto mechanics; (5) Charlestown, electronics; (6) South Boston, auto body and sheet metal; (7) Boston Technical, printing; (8) Dorchester, furniture finishing, upholstery, and cabinet making; and (9) Umana, marine technology, environmental protection, electronics, and aviation. And the magnet programs in Boston Trade, the vocational high school,

are: auto mechanics, cabinet making, carpentry, drafting, electrical and electronics, machine trades, painting and decorating, plumbing, printing, sheet metal, and welding.

Students may apply for these programs and gain entry based on a quota system. The quota system takes into account the total number of blacks and other minorities in the city. Each occupational program must have a certain percentage of each minority enrolled in it, and each school must have a percentage of minority students that reflects the total population of the city. This quota system helps us to support the racial balance achieved by busing, but there are problems with the system.

Part of the solution, however, will be the Occupational Resource Center. The ORC is important for many reasons. One of the reasons, as you may have noted a moment ago, is that the magnet programs in the ten schools overlap each other. The court has ruled that there must be no duplication of programs because this allows segregation to continue. Many of the programs currently existing in high schools will have to be drawn into the ORC.

The ORC is being designed according to a clustering system. Occupational clusters are used to facilitate the delivery of instruction for occupations that require similar training—for example, office occupations or building trades. The broad experience offered by a job-clustered curriculum prepares the student for a family of related occupations, rather than for just one occupation.

The clusters which I presently envision for the ORC in Boston are these: agricultural occupations; distribution and marketing occupations; health occupations; home economics occupations (for example, child care services); office occupations; trade and industry occupations; and building trades. Instruction should be individualized and should involve employer based activities as well. We will try to structure the curriculum so that it is "open entry - open exit"—that is, so that students do not have to go through instruction they have already received in their home high schools unless they need it, and so that completion of the program is based on achievement of specified objectives rather than on fulfillment of a time requirement.

As you can imagine, the implementation of all the programs I have discussed has tremendous implications for the training and retraining of teachers, counselors, and administrators. We are working with the State College System and the University of Massachusetts to provide staff development that will prepare staff for all aspects of the core, magnet, and ORC programs.

Remember also that all of these programs have to be provided very quickly for bilingual and special needs students. This requires extensive staff development as well as the modification and adaptation of programs to meet special requirements.

I am reminded of the song, "What kind of fool am I?," as I think about my role and what we are trying to accomplish with the implementation of the court order. When a school system has inbreeding and patronage—and I'm referring to any system—you can imagine the reaction when change takes place by court order. The status quo is disrupted. If you're lucky, hostilities become latent, if not removed, and people will tolerate even if they don't accept.

But as difficult a situation as desegregation presents, I think you can see that it has changed totally vocational and career education in the city of Boston. There is no doubt that this change is for the better.

I would like to close by asking you what you would do in my position. I choose to remain very positive because I respect the law and because I believe in what we are trying to accomplish for our students. I understand that there is a large city close by that has just received a desegregation order. It may be that residents of that city will have an opportunity to examine their values and behavior in their new situation.

QUESTIONS AND ANSWERS

What is being done in conjunction with universities?

Each high school is paired with a university in the Boston area. The purpose of the pairing is for the university to provide resources of various kinds to the high schools. Assistance with staff development, community involvement, and career education programs are examples of the kinds of services provided. As you would expect, some of the pairs are more active than others.

But, Massachusetts Institute of Technology has helped us begin a High School of Science and Technology, and other universities have helped us to develop magnet programs in theatre arts and computer science. All told, twenty-five institutions of higher learning are engaged in collaborative projects with schools at all grade levels. We think that the level of university, business, and cultured institution collaborations is unparalleled in American education.

Who is paying for university pairings and business partnerships?

The universities and businesses are donating time and resources. The point is that education is a community responsibility and therefore must involve all segments of the community.

The Partnership Program and Occupational Education Program in the City of Boston between the city's schools and businesses is coordinated by the Tri-Lateral Council for Quality Education, Inc. This non-profit, educational organization acts as an intermediary between the Boston School Department and the Boston business community. It receives its funding from the following sources:

1. Contributions from the partnership companies
2. National Alliance of Businessmen for Specific proposals
3. State Department of Education, Division of Occupational Education
4. School Department Chapter 636 funds

All the partnership companies contribute the services of their employees in the planning, implementation, and delivery of programs. The businesses in some cases expend funds on behalf of their individual partnerships.

Any resource material for the partnership effort is donated by the partner business.

What planning is being done to establish handicapped programs in Boston's flexible education program?

Handicapped students must have access to career and vocational education programs. Plans are currently being developed to adapt our programs of career exploration and planning to

meet a variety of special needs. Students who are "mainstreamed" may apply to any of the vocational training programs, and others in our "substantially separate" program receive intensive vocational preparation.

Refer to Massachusetts Chapter 766 Law which mandates mainstreaming and refer to Unified Plan and actual programs in skill training or exploration.

The Flexible Campus Program is mandated by the Board of Superintendents to involve Special Needs students in as many programs as possible. In our latest evaluation (1975-76), only 2 percent of the participants in our programs was Special Needs. The Flexible Campus Coordinator's monthly number report has one heading entitled "Special Needs." The Flexible Campus Coordinatior has attempted to meet the requests of the CET Chairperson in his school, i.e., Marie McInerney at the Grover Cleveland School.

What variables and relationships must a school district take into consideration in developing a plan for total desegregation?

There are innumerable variables and relationships in planning for desegregation.

A major point is that desegregation should represent an opportunity for major programmatic improvement in our schools. If the community can begin to associate improved educational opportunity with desegregation, then there is an increased chance of overall acceptance.

Also, the planning that is done must be comprehensive and flexible. The plan will change and develop over time as different groups make their contributions.

The school district must be very open in its planning to encourage community involvement and, ultimately, a sense of community responsibility. Most people will deal constructively with desegregation if they have an opportunity to work with each other on substantive issues.

Key actors have to believe that desegregation is necessary and will work. It takes faith and commitment to sustain the desegregation effort in the face of the vested interests and beliefs that are being challenged.

What is the nature of the bilingual program and how is bilingual defined?

The Boston Public Schools offer a program in transitional bilingual education in accordance with Chapter 71A, Transitional Bilingual Law, passed on November 4, 1971 and enacted February 4, 1972. This is a full-time program of instruction in all courses or subjects required by law. The instruction is offered in the native language of the children of limited English-speaking ability and also in English. Reading and writing in the native language and oral comprehension, speaking, reading, and writing in English are part of the curriculum in the transitional bilingual education program.

The program is transitional; it is intended to prepare students to acquire the needed skills in English that will enable them to do classroom work with their English-speaking peers.

Bilingual means the use of two languages—English and the native language of the student. A bilingual person is able to speak two languages—his native language and another language.

Are specialized teachers hired to develop and teach students who are bilingual?

Bilingual teachers are hired to instruct students in their native language and in English. There are also bilingual kindergarten teachers and special education teachers working with students requiring their services. There are bilingual teachers on assignment as student advisors to help non-English-speaking students at the secondary level.

Are quotas established for enrollment in vocational programs?

Yes. Quotas are established on the basis of black, white, and other. The purpose of the quotas is to ensure racial balance in all of the programs. Of course, the major desegregation approach involves "geo-coding," or the process of making initial assignments to schools conform to established system-wide quotas. The quotas for assigning students to vocational programs simply reinforce the citywide school assignment quotas that have been established.

What was the actual funding source which provided resources for implementing the desegregation plan?

1. State Funds

   a. Basically this is Chapter 636 and during the current year approximately $6 million was received.

   b. Transportation funds under Chapter 636 approximated an additional $4 million.

2. Federal Funds

   a. Basically it is the Emergency School Assistance Act (ESAA) which contributed to desegregation, and during the current year approximately $7 million was received.

What are some of the strategies used by the Boston City Schools to establish an effective performance assessment mechanism for district administrative personnel?

At the present time we are in the process of developing an assessment instrument to measure the performance and competency level of all of our district administrative personnel. One objective to be used is to obtain a broad and somewhat specific outline of the tasks, functions, and responsibilities directed to the district administrators.

Second, a realistic criterion of qualifications necessary to meet the responsibilities each administrator is charged with, will be evaluated on the basis of competency. Third, performance will be measured by behavioral objectives and outcomes as it relates to the role of a facilitator as well as leadership. Finally, initiative and productivity will be looked upon as high prioritized motions of commitment, integrity, and success-orientation.

What selected programs has the court ordered that quotas will be established?

In addition to 15 Vocational/Occupational Education programs serving 473 students during the 1976-77 school year, the Pilot ORC provided eight programs specifically serving 223 youths with bilingual and/or other special needs. Although all programs of Vocational/Occupational Education are equally available to students with identified and assessed special needs, the completion of ORC and the planned modification of facilities, equipment, and curriculum will more specifically provide programs for bilingual and special needs youth as a natural adjunct and extension of more traditional services.